

LAYOUT FOR LIVING



R. E. G. Davis :

The concluding portion of the address by the retiring President of the Association, delivered at the opening session of the National Conference, Winnipeg, October 6.

Conditions for Effective Work by CPAC Groups

I should like to suggest that you have constantly in mind the idea that CPAC can do something about the planning problems now being discussed—something that cannot be done in quite the same way by any other agency in Canada.

When I say this I do not mean that our Association has the most important role to play in creating the conditions for orderly physical development in this country. But the National Conference will have greater meaning for all of us if our thinking revolves around the conviction that we do have a real contribution to make, and one that is peculiarly our own. Community planning depends finally on legislative acts, specialized technical studies, and a whole series of administrative decisions and programs—activities that are mainly the responsibilities of legislatures, municipal councils and a variety of government agencies. They belong clearly outside the field of such voluntary societies as CPAC. But the official bodies have limited time, and a heavy volume of work to do. They cannot begin to tackle any new proposal until a considerable measure of public agreement and support has been achieved for it. When they do tackle a new proposal, they must bear in mind heavy investments in older undertakings; no official body can look at a new proposal quite so freshly and innocently as we can.

Therefore I suggest that CPAC may see advantages in some change to which the public and technical bodies for the time being are partially blind. A voluntary agency like ours has the advantage of being able to look at the human interests of Canadian families in broad daylight, rather than through a narrow casement of institutional or departmental interests. Ours is

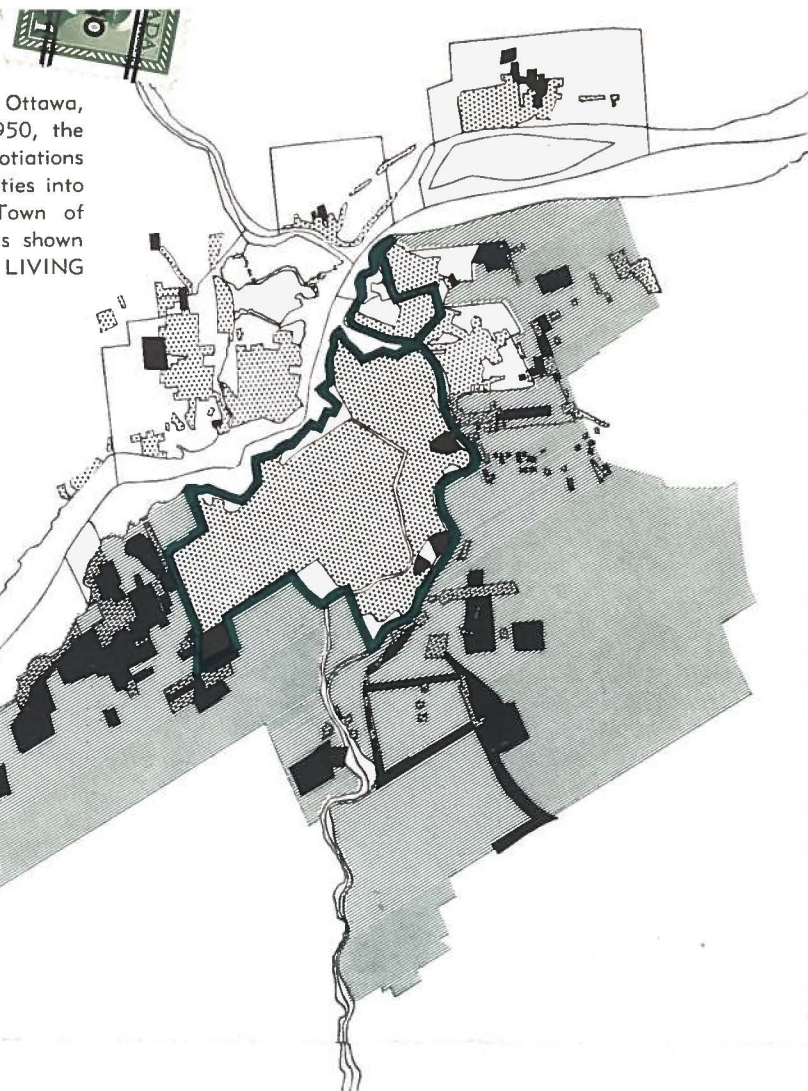
also the opportunity and the obligation to build up the public understanding and agreement that are necessary before Parliament can take some new step forward. In a word, voluntary agencies are peculiarly equipped to unravel what have been called the *exploratory* strands in Canadian society—while the official agencies are better able to safeguard those strands already woven into the traditional tapestry of our government and public life.

I should like to offer you a figure borrowed from an English educator who wrote recently on voluntary agencies. In this article Eric Baker likened the public organization in society to the solid rock of the mountains, and the private, voluntary and exploratory organizations to the molten lava which flows down the mountainside—supported by the mountain, yet gradually changing its shape. One might play around with this figure at considerable length. For my present purpose it seems important to suggest that we shall not change the shape of the mountain if, instead of flowing down its side, we shoot off into thin air.

That is why this conference places so much emphasis—not on what *should* happen in a planner's paradise—but on what *has been* happening this year, last year and the year before in the communities of Canada. We need to be better versed in the physical development of this country, and to know why it is proceeding the way it is. Then and only then shall we be in a position to help remould Canadian communities into pleasanter and more commodious patterns during the years that lie ahead—beyond this mid-point of the twentieth century.

Ottawa Boundary To Move Outward

The solid blue line is the present City Limit of Ottawa, enclosing about 9 square miles. On January 1st 1950, the City will receive the areas shown in shaded blue. Negotiations are incomplete for incorporation of eastern municipalities into City; they are Village of Rockcliffe Park and Town of Eastview. Scale, and recently urbanized areas, are as shown on p. 3 and p. 9 in this issue. (See also LAYOUT FOR LIVING Nos. 16 and 26.)



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The Problems of Planning for

EDMONTON

The Bland—Spence-Sales Report

Canadians in all quarters have been watching the rapid growth of Edmonton. She was a trading post for a century and a half; then for a generation the Capital of Alberta, a major agricultural centre, and seat of the Provincial University. The Second World War added new roles to her repertoire: a military nerve-centre, depot for the new Northwest, and aerial take-off point for Alaska and Asia. On top of this—or rather beneath it—has been tapped a rich oil-field. These pages have noted the recent rapid growth of the city, and the stresses thereby put upon her twenty-year-old machinery for guiding her development. This year Edmonton took two major steps to overhaul her planning machinery: the appointment of Mr. Noel Dant as City Planner (noted here last month) and the invitation to Professors John Bland and Harold Spence-Sales of McGill to suggest how it lies in the City's power to guide future development more successfully. The report of the visitors from Montreal is summarized in these notes; we believe that, important as it is to Edmonton, it is also significant wherever effective planning processes are being sought.

The report makes observation upon the present physical development of the City, and suggests the administrative organization needed for the full exercise of her powers under the Alberta Town Planning Act of 1929. In most cases the consultants have offered principles to be followed, leaving to the City's permanent staff their detailed study and application. The observation on the physical pattern and the suggested planning organization are both related to the requirements of the surrounding semi-rural areas.

The authors note that the river valley, the nineteenth century routes of approach to the post, and the railway lines, all tend to divide the city into a number of distinct areas. The boundaries of these districts, and the predominant functions of each, need to be recognized before future developments can be foreseen and located in orderly fashion. The road system can be effectively dealt with only if the radial and ring roads—passing through the city but by-passing its sub-units—are differently treated from the lesser access routes that penetrate into each district. Some illustrations are given to suggest that, even upon an extravagant gridiron pattern of identical streets, thorough-farers on different errands use different routes; planning should recognize and serve to encourage these evident tendencies.

In siting public buildings, a distinction is made between those for daily civic business and those for institutional use. Commanding sites overlooking the river are urged for accommodation of an art gallery, auditorium and other cultural facilities; while the area adjoining the present Civic Block and Market Place will serve better as a precinct for governmental offices and services.

The consultants have remarked in Edmonton what is true of many Canadian cities—that over-zoning of ribbon street frontage for shops has been a specific cause of depreciating property values. They recommend instead that shopping areas should be concentrated at points of greatest convenience, with adequate off-street parking areas for each such shopping-group. They foresee the need for additional office building sites; and they suggest that care be taken in providing for these, to ensure that each structure shall have adequate daylight, and be prevented from becoming a pedestal for unsightly advertising. Large central-area buildings should in future be accompanied by ample off-street parking spaces. The city should itself provide some off-street parking alongside the central commercial area—and can then prohibit street-curb parking there.

Edmonton does considerable warehousing for the agricultural and extractive industries in the region. Some local firms in this trade, as well as many local industries, require large sites. Confusion has arisen in the past because industry and warehousing were not distinguished in zoning by-laws; nor were local distributing depots distinguished in practice from collection-points for regional products destined from export. A very small standard city block has prevented appropriate grouping of manufacturing, distributing and collecting functions—which have instead been widely and expensively scattered. Fragmentary adjacent properties were left vacant or have depreciated as a result. The present rapid increase of Edmonton's industrial and storage facilities affords a peerless opportunity to sort out and consolidate the various zones to which commercial facilities should go.

Land laid out a generation ago in small rectangular blocks for house-building has at last been used up; from now on, in Edmonton (see map) as in other cities, new houses will go up mostly on what is at present open land. The sponsors of the new housing will probably have more resources than previous builders, and will undertake greater numbers of units at a time. All these factors present opportunities for more efficient, pleasant and varied layout of new residential districts. The extension of the old pattern is merely easy—not cheap nor satisfactory. Sites should be set aside in the event that senior governments enable the city to build low rental housing. A careful survey of existing dwelling areas should be done by health and welfare experts. As a temporary aid to families who cannot afford the de luxe bungalow and do not want the tar-paper shack, the City is urged to offer building materials at cost. The families could then assemble for themselves simple dwellings of a kind lying between the two extremes of what they are offered in 1949.

The authors of the Edmonton report suggest that the Province buy valley lands outside the City Limits to become a Provincial Park and to be developed with Parkways. Larger open spaces are also needed within the City for recreation, especially in connection with school sites—for which the present standard city blocks are too small. Street planting would contribute to improve the appearance of the city. Hospital centres appropriate to a regional capital, and sites for district health clinics should be provided. The University area should be protected from developments inimical to its status and the proper accommodation of its students.

These outline observations on the present physical state of Edmonton and upon desirable physical improvement appear, considering the brevity of their statement and of the survey on which they are based, to be of a high order of usefulness to the Council of that city. It is precisely the care, candour, and breadth with which principles are set out and suggestions framed that will warrant their study by other Canadian municipalities. This report might well be regarded as an advance indication of the kind of specialized service which the Canadian Federation of Mayors and Municipalities could render—with the Technical Services Fund which the Federation is now raising. What is true of the physical observations is equally true of the administrative reorganization, recommended in the second part of the Report as necessary to bring about the desired physical changes.

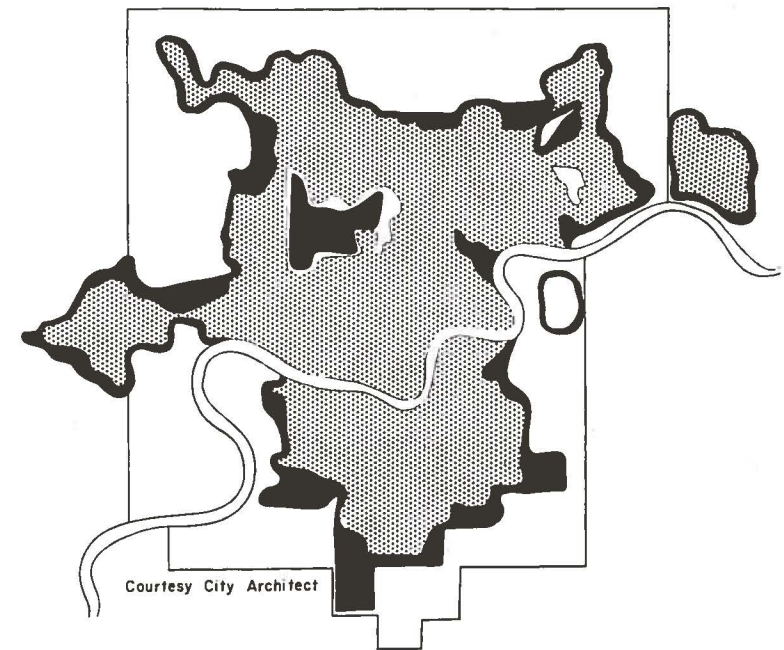
Administrative Re-Organization

Professors Bland and Spence-Sales set out the powers of Edmonton under the Alberta Town Planning Act of 1929. The City in that year appointed a Town Planning Commission to advise it in the preparation of an official plan and a zoning by-law, and generally to advise on civic schemes of development. The City may adopt the official plan, the zoning by-law, and any civic improvement scheme—such adoption taking effect upon the further approval of the Minister of Public Works of the Province. Individual property-owners and municipal departments must thereafter comply with the plan and by-law in any works they undertake. Variations, amendments or revocations of plan or by-law must be approved by the Minister before taking effect.

The Town Planning Commission has the power only to advise. The Act specifies that its advice on planning really means advice on how public lands should be used for four purposes: streets, public parks and buildings; public services; public utilities—and on how the city should be divided into districts for regulating the use of private lands. The Commission's advice is legitimate only so far as it bears on these five points.

Reviewing the twenty years of work by successive Commissions, the authors conclude that the City's planning powers have been used far from fully—although to the considerable benefit of the City's people. The authors believe the chief obstacle to complete use of available planning power to be an unclear division of duties as between permanent municipal servants and the Town Planning Commission. They find only one specific delegation of a planning duty to a municipal officer, and no plain provision for technical aid from the City Hall to the Commission. Occasionally, they believe, the Commission may have invaded the jurisdiction of municipal departments. Effective planning work was impossible because the administrative scaffolding was too unsettled.

The City has never submitted an official plan to the Minister—although Council many years ago adopted a Major Street Plan, without following out the procedures that would have given it force under the Act. The original Zoning By-law of 1933 was duly adopted and approved; however, later changes in it have not



The built-up area of Edmonton, in relation to the City boundary. Dotted portions were urbanized by the end of 1944, black portions since that time. (Map prepared for National Conference; scale uniform with those on p. 9 and p. 12.)

been passed through as laid down in the Planning Act, but rather as if they had been made pursuant to the Town and Village Act. In effect, many potential planning powers of the City have lain dormant.

Council has now recognized that the City needs to use its full powers in order to give useful guidance to current rapid development—and the consultants suggest that the new determination be formally recognized in a Council resolution. Having registered its decision to apply the given planning procedures to the hilt, they believe the City should impose interim development control—so as to be able to direct the sponsors of those projects that cannot wait for full city planning procedures to be got under way. Meanwhile, every part of the municipal administration should be given to understand what fully applied planning means: direction and harmonization of everything that is done effecting material change in the city's fabric.

The report next considers whether an advisory Town Planning Board or Commission is an essential unit in the official machinery to guide Edmonton's physical change and growth—and concludes that the honorary citizen group is *not* a necessary part of the official machinery. Roughly the consultants' argument is that, turning for planning advice to appointed bodies supposed to be free of political pressures, Council are in fact turning to bodies somewhat innocent of the economic, social and technical realities out of which plans must be woven—and somewhat subject to political pressures after all. Nor, it is said, have honorary advisory planning commissions proven their effectiveness in public relations—unless they happened to include members with skill and interest in that work. They suggest that means for enlisting public interest and opinion be separate from the body required to form deliberate planning judgments. Besides, mutual confidence is rarely established between permanent civic officers (who think the Board amateurish) and Board members (who have no budget, few technical resources and little time to appreciate the intricacies of local

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administration). The authors seem quite conscious that this part of their Report contains a fundamental criticism of the planning machinery not only of Edmonton, but of scores of Canadian cities.

Edmonton is observed to be fast approaching the stage of urban size and maturity where, instead of one 'main-street' focus, there are in addition several satellite 'main-street' clusters — with belts of less intensely used land separating them from the largest and senior centre. This process is natural, but it places the main stresses of almost lightning-like metropolitan growth upon what are now rural hamlet organisms. Failure of outlying villages to cope happily with the pressures of metropolitan growth must lead to serious problems for the whole greater Edmonton area. Therefore, some metropolitan planning machinery is needed. The authors recommend an Edmonton District Planning Board, to be named by the Province and to include representatives of the Province and of eleven municipalities constituting the Edmonton district — the Province to pay most of the Board's expenses and to provide technical staff, particularly since Edmonton is the Provincial Capital.

The final section of the report outlines the stages by which the authors believe that Edmonton can translate its planning decisions into effective action:

- (a) The Minister responsible for the Town Planning Act should be asked to endow the City with immediate power to control interim development.
- (b) City Council should direct and enable its Planning Committee to prepare an outline plan; this should be adopted in some form by Council, and the Minister's approval of it secured.
- (c) The Zoning By-law, as an instrument to fulfil the plan, should then be adopted and submitted for Ministerial approval.
- (d) The Edmonton District Planning Board would be created by Ministerial authority.

We are sure that members of Planning Boards in all provinces will recognize, even from this brief outline, that the Edmonton report contains many clues to the frustration of past planning efforts. It is notable that Montreal has already, and Vancouver is contemplating, a municipal planning organization embodying some of the principles recommended for Edmonton. There is certain to be a close watch over the reception given this Report — and careful gauging of the success of its proposals. Clearly, some of them have not been fully worked out in the short time the consultants were able to give. But they have indicated what they regard as fundamental weaknesses in "existing stereotyped approaches to planning that place reliance upon an advisory planning commission." Every one of the nine planning Acts now in force in Canada has that reliance explicit in it. Messrs. Bland and Spence-Sales have gone on to suggest an alternative administrative structure for local planning; if it succeeds in Edmonton, the implications for planning in Canada will be basic.

The detailed administrative recommendations, and the action already taken upon them by Edmonton City Council, are set out in the following report.

Council Gives Full Backing To Town Planning Changes

(Excerpts from Edmonton Journal of Sept. 21, 1949)

... City council at a special meeting Tuesday night endorsed recommendations providing a new set-up for, and conception of, town planning in Edmonton. Adopting in principle the administrative recommendations made by Profs. John Bland and Harold Spence-Sales, council was ... warned it would take two years to change the system of planning in Edmonton.

Council gave tentative approval to 18 recommendations and held four others in abeyance.

... As made clear in advance, council did not deal with such physical aspects of the report as location of institutional buildings in Edmonton.

... Enthusiastic at prospects of receiving a system that will lead to full and comprehensive city planning, council endorsed the administrative report. ... The action provided for launching of negotiations and preparations necessary to obtain several vital amendments to the Town Planning Act at the next session of the Alberta legislature.

Here is what council tentatively approved:

1. By resolution ... to plan the City of Edmonton within the full meaning of the Act, and to impose interim development control. ...
2. Council will establish quite clearly ... an understanding that planning ... entails the direction and co-ordination of every municipal responsibility toward ... ordered development of Edmonton as a whole.
3. That the bylaw appointing the Town Planning Commission ... be revoked ... The Commission will have to be retained for six months, or more. ...
4. Appointment of a citizens' planning committee, outside the provisions of the Town Planning Act, for ... obtaining public opinion and advice. ... *(This might well be the Edmonton Branch of the Community Planning Association of Canada — A.H.A.)*
5. That council establish a standing committee on City Planning. ...
6. That council assiduously follow the procedures under ... the Town Planning Act. ...

7. That the Major Street Plan be revoked "as and when it is replaced by future recommendations". ...

8. That the present zoning bylaw be revoked, and ... an interim development order should be placed ... pending a new zoning bylaw.

9. That the revised zoning bylaw be set up as an instrument of ... an official town plan, and ... not brought into effect until a new official plan has been adopted.

10. Redrafting of the zoning bylaw should be done by the city solicitor, in close association with the city planner.

11. That architectural control be exercised over the whole of the municipal area. ...

12. That commercial development be required to cover the whole frontage of a site, except at corner sites. ...

13. That standards of advertising be devised ... and control exercised with vigour.

14. That the Zoning Appeal Board be continued, but its discretionary powers limited. ...

15. That the city planner be a (full voting) member of the Board. ...

16. That appeals from the Board to the Minister be allowed. ... *(This recommendation held in abeyance.)*

17. That the technical development board be reconstituted as the City Planning and Development Board ... (with) a central working committee, composed of City Engineer, Architect, Medical Officer of Health, a City Commissioner and the City Planner (who would become Chairman as soon as appropriate) ... to outline policy with respect to planning and development ... and in particular to (prepare): outline plan, zoning bylaw ... and official schemes to implement the adopted outline plan. The Board should delegate to the city planning department ... technical investigations ... The Board to conform with established procedure in presenting its advice to council ... Final authority must rest with council.

18. That duties and responsibilities of the city planning department should be clearly demarcated with respect to other civic departments. ...

Three recommendations concerning staff ... were held in abeyance, in conformance with a desire expressed by Mr. Dant (the new City Planner) ... That the planner be empowered, and provided with sufficient budget, to embark upon a program of stimulating and educating public interest in planning ... Council agreed that this principle would be exercised "without saying".

Establishment of a district planning board (composed of one nominee of the Minister of Public Works and one from each of eleven municipalities) ... now was up to the Deputy Minister of Municipal Affairs, as his interest in the proposal had resulted in it passing out of the city hands which initiated it ... The experts suggested that the government of Alberta be responsible for the major portion of the money necessary to establish and maintain necessary technical services.

U.N. Takes Stock of the World's Wealth

by Walter O'Hearn

During a few weeks in August the United Nations headquarters saw more practical and inventive brains gathered under one roof than ever before in their short history. These five-hundred-and-fifty-odd field workers, researchers, government experts, university dons and industrial scientists came together under the aegis of UNSCCUR.

Now UNSCCUR is one of the least lovely of all the alphabet soup names which men of our age have devised by grouping initial letters together. Yet it is easier to pronounce than the full name of the Conference — which is *United Nations Scientific Conference on Conservation and Utilization of Resources*.

When President Truman suggested such a meeting in a letter to the General Assembly in 1946 he set no limits on the subjects it would tackle. He suggested a gathering of learned and practical men from all over the world, government men and non-government men, to pool ideas and to try to develop new techniques to make the most of our diminishing planet. Since the end of World War II this problem has given much concern to an increasing number of thoughtful men. Surveys have shown that neither dreadful war in which civilian populations are victims, nor plague, nor want, nor even planned parenthood have served to halt the increase in population. Moreover our world seems a lot smaller these days and men only now have begun to count our riches, to reckon with worked-out mineral deposits, with tired, overworked soil and wasted metals. In the light of this Mr. Truman suggested that such a conference, taking a good hard look at the problem, might find practical means to do something about it. He set no limit on the terms of discussion.

Early in its sessions the Conference divided rather broadly between pessimists and optimists. There were those like the American Fairfield Osborn, author of *Our Plundered Planet* who see the earth's resources diminishing at an alarming rate. The best spokesman for the optimists was an Australian, Colin Clark. Mr. Clark figures that population growth attains a peak and then declines; and he says the peak has already been reached in certain races and climates. Dr. H. L. Keenleyside (Canada's Deputy Minister of Mines and Resources) who is not a complete pessimist, gave the Conference perhaps its most practical impetus. His opening speech could be called a keynote for the whole UNSCCUR session. It got large attention in the American press, which played up the Canadian's remarks about the wastage and insanity of war, and the utter folly of devoting scarce metals and other minerals to the purpose of annihilation. But perhaps two other remarks during that speech stirred more interest among his professional audience. One was the reminder that minerals are not replaceable. The second was Dr. Keenleyside's bold statement that our estimates of mineral resources still untapped (even in the United States, where the science has been most cultivated) were nothing but "intelligent guesses."

—concluded on page eleven

A Draft Official Plan for the City of

TORONTO

A few weeks ago the Toronto City Planning Board submitted to the Mayor and City Council its Third Report. This Report embodies the recommended Official Plan for the City, as provided for in the Ontario Planning and Development Act. It is a compendium of civic needs and projects as reported to the Board by the various Departments in the City Hall; and it contains generalized recommendations as to the uses that private developers should be allowed to make in future of the land within the city limits. More specific and detailed direction as to these private uses will be embodied in a subsequent by-law. The Board has limited its Draft Official Plan at this stage to a list of municipal projects deemed to be practicable in a relatively short time. In preparing the list, it has relied largely for technical assistance on those permanently within the municipal service who have an intimate and long term knowledge of local conditions and requirements. After adoption by City Council, the Draft will be submitted to the Minister of Planning and Development with whose approval it becomes the Official Plan for the City. Future City Councils will then be obliged to follow this list in carrying out municipal projects — although it should be added that the Draft suggests annual review by the Planning Board and City Council of the list of works to be carried out in the five years succeeding each such review.

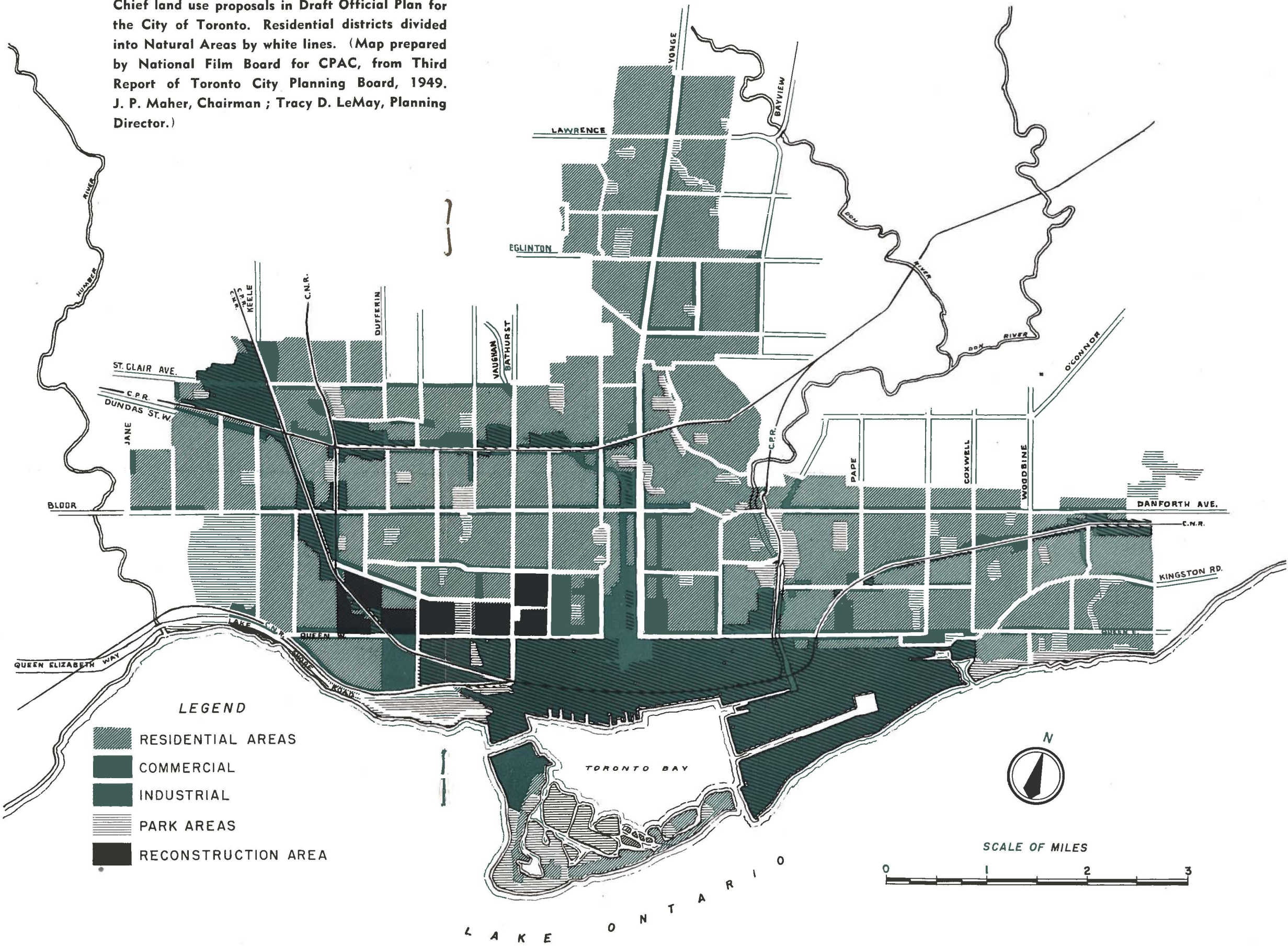
The first section of the Draft contains a proposed Land Use Map for the City (which was the basis for our Map herewith). This Map distinguishes only four broad uses: industrial, commercial, residential and park land. The Board records its belief that the policy of the Ontario Department of Planning is for the detailed land use provisions to lie outside the Official Plan, being incorporated in a zoning by-law subsequently passed pursuant to the Municipal Act. The proportions of the City's land to be devoted to the general use classes are shown in the following table:

Generalized Areas:	Acres	%
Residential	10,173	45.5
Commercial	1,166	5.25
Industrial	3,184	14.3
Parks	1,393	6.25
Streets	5,651	25.5
Railways	720	3.20
Total	22,287	100.0

Admittedly this broad Land Use Plan is mainly a consolidation of the use areas as they now exist; the Board does not believe that it lies within the power of the City to change established land uses by legislation alone. It will be noted that the land in private hands for residential use is a remarkably low proportion of the whole area of the City — less than one-half. The Report explains that this low proportion is the result of Toronto workers over-spilling into the suburban

—continued on page eight

Chief land use proposals in Draft Official Plan for the City of Toronto. Residential districts divided into Natural Areas by white lines. (Map prepared by National Film Board for CPAC, from Third Report of Toronto City Planning Board, 1949. J. P. Maher, Chairman ; Tracy D. LeMay, Planning Director.)



TORONTO —from page six

municipalities in search of land for housing (see our Map of newly urbanized areas in Greater Toronto on page 9). In general, the 1949 Land Use Plan and the future zoning by-law are meant to stabilize the division of the City's land among the different uses, and to improve the quality of development for each main use.

The Work District of Toronto occupies, roughly speaking, the area south of Queen Street between Dufferin on the west and the Don River on the east. This area offers more jobs than can be filled by people living at a reasonable density in the residential districts within the City Limits. The downtown movement of workers is straining far beyond efficient limits the routes of access to the central area. While the Board recommends some immediate improvements for traffic, it has also to decide whether additional work places should be allowed in the Work District. The Board concludes that the density of the present Work District should not be allowed to rise, nor should it be allowed to extend northward above Queen Street: there is however, land east of the harbour unsuitable for other than industrial use, and the Board would let the Work District spread into this area. The Board realizes that radical rearrangement of work spaces and living spaces is beyond the power of the City alone. Rather than attempt co-operation amongst many autonomous governments, the Board suggests that the City invite consideration of a policy of municipal amalgamation.

Most important for future study and planning is the division of the residential parts of the City into Natural Areas (separated by white lines on our coloured Map). There are 78 such Areas, which would mean that the average one has a population of about 8,000. In order that it can be statistically studied, each Natural Area coincides exactly with a group of Census Tracts as established by the Dominion Bureau of Statistics. For the additional factors which serve to define Natural Areas it will be as well to quote the Report directly: each area is "bounded for the most part by well-defined physical boundaries such as main highways or railways" and is an Area "in which the general character of the buildings and inhabitants is similar . . . Each neighbourhood represents a residential cell within the City capable of being organized as a community for self-protection and improvement." The division of the City into Natural Areas will establish "a pattern for the stimulation of community interest in the protection and improvement of residential amenities". City Hall departments are being urged to adjust their administrative districts so that they correspond with groups of Natural Areas. The Natural Areas have already been given particular study with regard to the provision of recreation facilities in each. The statistical sub-units will have their first comprehensive use in the decennial Census of 1951; they are also to be used in inter-censal surveys.

Traffic has been a major concern of Toronto's City Planning Department since its establishment nearly twenty years ago. It is now recognized that the volume of traffic to be dealt with is a by-product of the ways in which work places are allowed to concentrate and living places encouraged to disperse. Congestion in Toronto streets is made worse by some other factors:

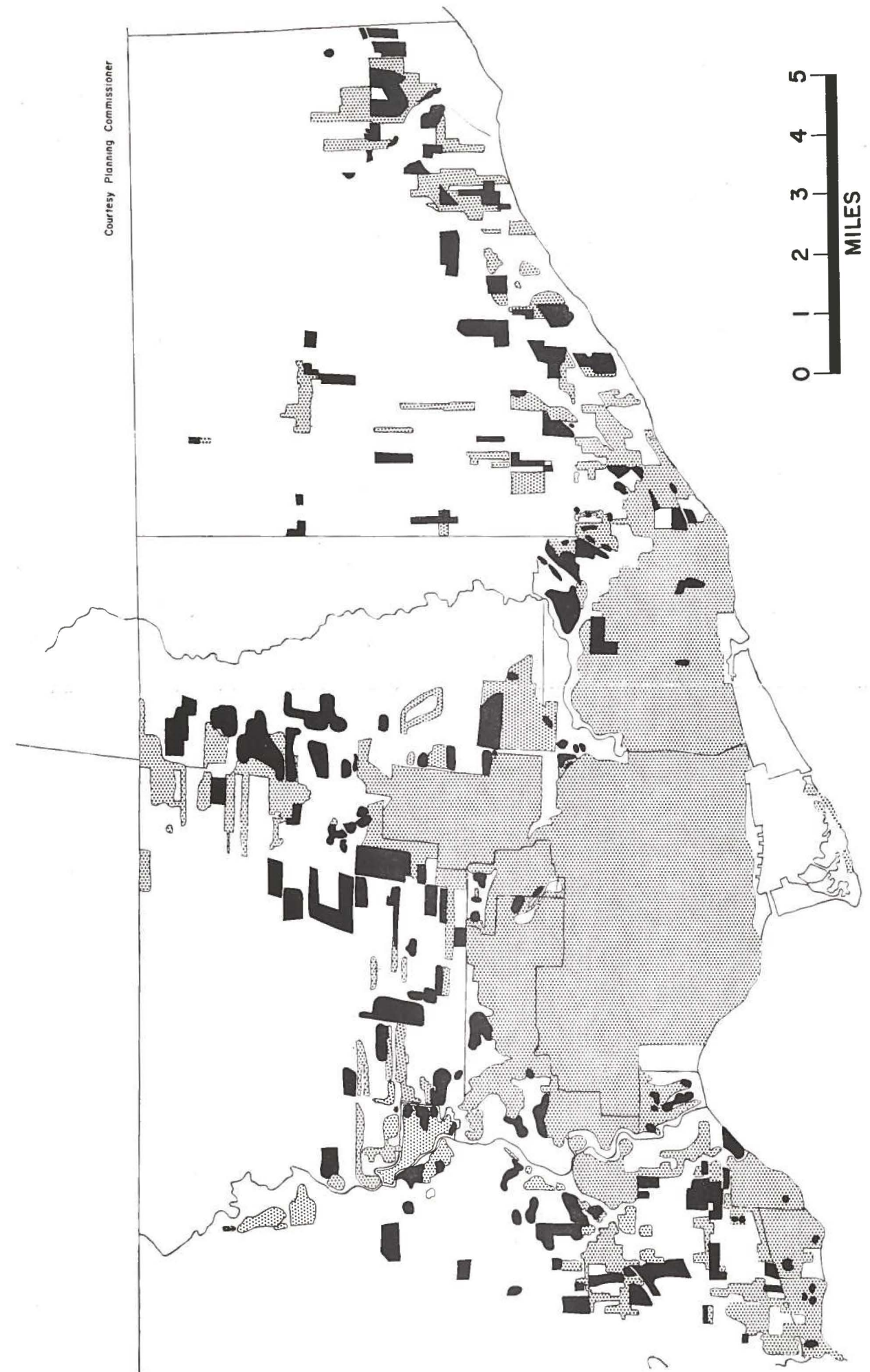
an arbitrary and old established gridiron of main routes is repeatedly interrupted by deep ravines that are so inconsiderate as not to lie at right angles to the lake shore. The industrial and commercial expansion of the region since the war has led to a steep increase in the number of trucks constantly using the streets. York County licensed trucks have multiplied from 27,000 in 1941 to over 40,000 last year. Passenger cars in the same interval increased from 159,000 to nearly 183,000. The Board anticipates continued increase in vehicle registration in the next ten years. The most serious immediate problem is to remove obstructions to traffic passing from the north into the central area. This traffic must descend from the upper to the lower levels of the City and at the same time traverse a crosstown railroad: suitably graded highways and underpasses are at the present inadequate to the south-bound flow. Most of the fifteen miles of major street improvements effected since 1945 are meant to serve this need.

The Report sets out in some detail a program to remove discontinuities and obstacles in present arteries, to parallel them with wholly new ones, and to link them more closely to suburban highways — from which the City receives 100,000 vehicles daily. Important instalments of this program are already authorized and under construction, including limited access highways lying along the floors of some of the City's ravines. A well-known part of the program is the removal of surface street-cars from Yonge Street, and the substitution of subway electric trains. Many miles of street widenings and straightenings are recommended, together with numerous bridges and underpasses. Although the general effect of this arterial road program will be to reduce the number of motorists compelled to intrude into Natural Areas in which they have no business, it has been necessary in half a dozen places to show an arterial road cutting right through the middle of a Natural Area or precinct.

Toronto was originally chosen as a site for settlement because of the importance of the Humber waterway which flows into Lake Ontario at that point; that River and the Don, together with Lake currents have thrown up a sand-bar offshore from the City — which is still growing and encloses Toronto Harbour. The Island is low-lying and liable in many places to inundation during Lake storms. On it are located park lands, a small zoo, yacht clubs, bathing beaches, summer cottages and hotels, the City's water intake and treatment plant and an airport. Motor vehicles have never been allowed on the Island, which the citizens enjoyed on foot or bicycle, coming to it by ferry. The Draft Official Plan proposes filling up low-lying land, and running a highway down the spine of the Island — connecting to the City at east and west ends by bridges or tunnels. Lands abutting the highway would be developed for apartments, hotels and shopping centres with parking space. The greater part of the Island would still be kept free of automobiles.

A study area for urban redevelopment (marked in black on our coloured Map) has been designated; over most of this area the assessed value of buildings is less than twice the value of the land on which they stand.

—continued on page nine



Built-up area of Greater Toronto, as of mid-1949. Black portions urbanized since end of 1944. From information provided to CPAC by T. D. LeMay, Secretary of Toronto and York Planning Area Board; scale uniform with that of four maps in LAYOUT FOR LIVING No. 28. Urbanizing areas are largely outside City boundary.

TORONTO —from page eight

The 1943 Report of the Board had designated an easterly area as Reconstruction Area No. 1 — and that area is now being redeveloped in low rental housing with municipal, provincial and federal financing — and is known as Regent Park. For the second Reconstruction Area the Board does not wholly endorse the Regent Park procedure; it suggests as an alternative that the City acquire all the land, clear it and market what will not be required for public use under a scheme of redevelopment. Whichever method is adopted there is no legislation at the moment to give the City financial aid for the job; the Board is against carrying it out by the only way now open: at the expense of property owners elsewhere in the City.

The Report suggests in broad outline a number of opportunities to create civic features: a Mall leading north to the Legislative Buildings, a ceremonial square to be cleared between existing municipal courts and offices, a public square to be recovered from a market place not now fully used, a more attractive route of approach to the Central Area from the Harbour front, and an ensemble of Federal Government Buildings.

The total of Park Areas amounts to almost a tenth of the acreage within the City limits; but when large peripheral parks are not included, the remaining small neighbourhood parks turn out to be quite inadequate in number and distribution. Each of the Natural Areas has been examined in terms of American Recreational Association standards, and a similar yardstick was applied to five larger 'recreational districts' of about fifteen Natural Areas each. This analysis was conducted by the City Parks Commission, which has also listed facilities needed by the City as a whole. The Planning Board regards the Commission's standards as too ambitious, and suggests that the capital budget for recreation facilities be cut down to about \$1,000,000 per year. The detailed schedules of existing and proposed facilities, showing estimated capital and running costs, provide much material for study.

The health and welfare programs of the City are already administered in conformity with the Natural Areas — grouped into four major districts ranging from west to east. The chief needs are: district health and welfare centres for the active population, and new homes for the elderly or unemployable citizens. The City Hall departments responsible for water supply, sewage, street cleaning, garbage and snow removal, have also adjusted their administrative districts to conform with groups of Natural Areas. Toronto lies between a number of northern suburbs and the lake shore so the City's facilities must be developed with an eye to the disposal of suburban wastes. A large number of pipe lines, corporation depots and other projects are recommended for inclusion in the Official Plan.

The Planning Board has received lists of the replacement and extension projects of the Police and Fire Departments and of the Public Library Board. These include not only new central buildings and branches and depots in outlying districts, but also items like the replacement and modernization of signal systems. The estimated total cost of these construction and equipment projects is in the neighbourhood of \$20 million.

Perhaps the most valuable part of this Report is the closing section on the financing of all the municipal projects now seen to be needed over the next thirty years. A memorandum from the Finance Commissioner points out that the City's revenue is derived almost entirely from real estate; thus there is a strict limit on the sum available in any year, and larger projects must be financed by borrowing. A chart shows that the debt service charges of the City will mount to a peak in about 1952, and then will decline — making it possible for the City to incur new commitments repayable in the following decades. This means that in the next few years the City can afford to undertake only a very few of the most urgent of the long list of projects submitted: to decide which few would be given priority, the Board recommends that on each October 1st it should be given the needs foreseen by all Departments, with estimates of their costs and a statement of the borrowing limit to be observed. The Board will then prepare a municipal capital budget for each of the succeeding five years — City Council being asked to adopt the budget only for the immediately following year. The Board suggests additional ways to ensure that its budget will be adhered to, while the exceptional project may be added by a two-thirds Council vote.

The numerous projects for municipal expenditure that are included in this Report have not yet been subjected to this priority procedure. Their total estimated cost is nearly \$180,000,000 — some items already approved and spent, and some items partly recoverable from the County and senior governments and from public corporations. There are no items shown for the Board of Education. Those that are shown as clearly the City's responsibility will involve an average municipal outlay on capital account of about \$5,000,000 in each of the next thirty years. The Finance Commissioner shows clearly how this could be carried without involving a rise in the present mill-rate.

The Draft Official Plan for Toronto is undoubtedly the most important so far prepared in accordance with the Ontario Planning Act of 1946. It would be presumptuous of a society of non-specialists to attempt detailed comment at this stage; however, it may be useful to the Toronto Planning Board to single out some items of information sought by people who know the City and believe in planning. As time goes on, the accumulation of data about each Natural Area will make for sound neighbourhood schemes; meanwhile there should be more explanation of how the Natural Areas were identified and why it was decided to use different criteria from those adopted in some other Planning Surveys. The Report says that the educational policy is changing while school population is declining; and therefore educational plant requirements are left out of the Official Plan. But the redevelopment proposals will almost certainly call for some replacement and relocation of schools — which may also be desirable on other grounds.

This preliminary Plan gives only the sketchiest direction to private developers; no time should be lost in preparing detailed schemes for those parts of the City where the rate of private development is already ten or fifteen times the magnitude of municipal projects here so carefully listed. Indeed some of these projects

proposed by the City have already stimulated private building activity, for which the Plan offers little means of guidance.

The Plan provides for extensive highway and arterial road improvements, and the highway map is one of the few that indicate projects beyond the City limits. This is realistic, in view of the daily influx of vehicles from the suburbs to the central area; indeed it would have been unwise to suggest that the City itself can deal effectively with this essentially metropolitan problem. There are two points on which a fuller account of the Board's thinking on traffic would be helpful: the reasons for cutting arteries through the identified Natural Areas at a number of places, and the provision to be made in the Work District for parking the scores of thousands of vehicles that these new arteries will inevitably draw downtown.

Much has been said in recent years to recommend a comprehensive system of capital budgeting by municipal governments; the closing section of the Toronto Report is an able memorandum by the Finance Commissioner setting out such a method for Toronto. Every item of capital expenditure foreseen in the next thirty years is included in the list; there are items from all the local boards — except the Board of Education, and such separately-financed bodies as the Transportation and Hydro Commissions. Those agencies are likely to make some of the most crucial decisions affecting the physical development of the City in the next thirty years. But even without their needs, the present list should prove an extremely useful guide to future City Councils. The estimated capital expenditures in the present list total \$145,000,000 for the thirty-year period ending 1979. Additional items are shown which have already been approved for expenditure or for which the City may be expected to recover the cost from other governments.

It is certainly desirable that City Council should annually review all its anticipated capital expenditures and that in deciding where to spend first it should have the advice of its planning agency. Some will question, however, whether all the expected items should be written into the Official Plan now being submitted. It is implicit in the Planning and Municipal Acts that Official Plans are intended to guide the orderly development and use of land. In examining this Plan, the Minister will have to decide whether the treatment of a city's financial problems should be done pursuant to the Planning Act, and whether some of the items — such as the replacement of a fire alarm system — should properly appear in a Plan for the use and development of land.

These questions underscore the importance of the Draft Official Plan for Toronto. Sound planning involves close inter-departmental co-operation within the City Hall; and most of these questions arise in the working out of the division of labour within the evolving co-operative system. To resolve most of the questions requires nothing more dramatic than the patient working out of a problem in harmony. Canadians interested in planning will attend closely to the next phase, involving contributions by the municipal service, the City Council, the Minister of Planning, and — at every stage — of the Torontonians public.

— A. H. A.

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Regional Conferences This Month

British Columbia:

Hotel Vancouver, November 15 and 16).

(*Inquire of Conference Secretary, Room D6, 500 Dunsmuir St., Vancouver.*)

Nova Scotia:

Halifax, November 3.

Guest: Hon. R. H. Winters, Minister of Reconstruction.
(*Inquire of Conference Secretary, Jack Flynn, 21 Seymour St., Halifax.*)

U. N. —from page five

This lack of data, first suggested by Dr. Keenleyside and admitted by many others, might seem to lead the UNSCCUR Conference to a stalemate. Actually it was the way to a sound beginning of something. If we are to plan and decide what this generation and our heirs are going to do about the earth's resources, it is advisable to have a clear idea of what those resources are. The Conference was given a constructive shock when it realized that nobody has any sound idea of the amount of treasure still locked within the earth — neither the optimists, nor the Neo-Malthusians, nor the Plundered Planet school.

Accordingly the UNSCCUR delegates turned more and more to plans for measuring and appraising the wealth of our planet. Along with these they studied: soil, forest and fishery conservation; greater development of plastics and other substitutes for scarce metals; better use of low grade ores, a thrifter and more efficient mining technique. These and the cultivation of great uncultivated tracts on the earth's surface are practical, immediate ways in which man can do himself some good. There is the United States plan announced yesterday to harness the sun and put it to work — a plan just as bold as it sounds. But the larger decision to take accurate stock of our buried riches may be the beginning of our real salvation.

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